

Effect of the Development of a C.I.A., and
Particularly of an N.E.S., on J.I.C. and
J.I.S.

When J.I.C. 239/5, recommending the establishment of a C.I.A., was developed in J.I.S. and approved by J.I.C., it was contemplated that C.I.A. would eventually supersede J.I.C. and J.I.S. It may be presumed that the Joint Chiefs of Staff, in recommending it to the Secretaries of War and of the Navy, and those Secretaries, in urging it upon the Secretary of State, contemplated such an ultimate consequence.

In principle, it is desirable that C.I.A. should become the sole interdepartmental intelligence agency, to obviate any question of jurisdiction. That immediate result is not to be expected, however. As long as the Joint Chiefs of Staff continue in existence as an interdepartmental agency, some residual function will remain for the J.I.C. which C.I.A. cannot conveniently discharge and should not undertake.

For example, the coordinating function of C.I.A. will supersede most J.I.C. activity in that field (as well as cover much that J.I.C. has refused to undertake), but some J.I.C. policy problems have concerned J.C.S. instructions to theater commanders, which will continue to be a J.C.S., and hence a J.I.C. function.

Similarly, the establishment of an N.E.S. in C.I.A. would relieve J.I.C. (J.I.S.) of the necessity to prepare basic estimates of foreign capabilities and intentions, but not of the task of supplying certain highly specialized and day to day requirements of the J.W.P.C., which need will continue as long as there is a J.C.S. as at present constituted. It is desirable that the N.E.S. confine itself to the broad and basic field of truly national policy intelligence, to the exclusion of such matters, which would really be departmental operating intelligence (rather than joint intelligence) if there were actually a single military department. Hence it is desirable that the J.I.S. be maintained for the time being to protect N.E.S. from becoming involved in what would properly be departmental operating intelligence, but with reduced strength and narrowly limited functions.

The Current Section of N.E.S. would obviously supersede the Weekly Summary Editorial Board, if that were not sooner disposed of by adoption of J.I.C. 75/3.

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e. Allay misgiving and resentment in ORI.

The establishment of a National Estimates Staff in the proposed Central Intelligence Agency (or otherwise under the National Intelligence Authority rather than within the Department of State) would:

a. Free the Staff of Departmental and research responsibilities, permitting it to concentrate on a single, clear, and sufficiently exacting function, the synthesis of departmental estimates.

b. Afford interdepartmental status to what is clearly an interdepartmental activity.

c. Enhance the prospect for effective War and Navy Department cooperation.

The Director of the Central Intelligence Agency (or whatever his title may be) should have a Deputy responsible to him for the substantive content of all estimates and other intelligence reports issued by the Agency, and for no other phase of its activity. This Deputy Director should be supported by two Assistant Directors, one in charge of the production of descriptive or static intelligence studies of the JANIS type, one in charge of the production of current reports and estimates (i.e., of the National Estimates Staff).

It should be a function of the Deputy Director to ensure, through appropriate liaison, the timely receipt, by the National Estimates Staff, of all current information and departmental estimates required by it and all pertinent information regarding our own capabilities and intentions. He should also regulate the dissemination of NES reports and estimates. The Staff itself should be concerned only with substantive matters.

The Assistant Director, C.I.A., serving as Chief, National Estimates Staff, should be assisted by a body analogous to the Senior Team, J.I.S. In addition to himself, it would consist of one representative detailed by each member of the Advisory Board of C.I.A. and the Chiefs of the Estimates and Current Sections, N.E.S. Its functions would be:

a. To formulate the problems presented to the NES and the requests to be made upon other branches of CIA and upon departmental agencies for essential information.

b. To review estimates prepared by the drafting teams of NES in response to such direction.

c. To exercise a general supervision over the periodic summaries of current intelligence produced by the Current Section of NES.

Although it would be the endeavor of this body to effect such reconciliation of views as to obviate dissent at the Advisory Board level of CIA, unanimous concurrence should not be required, it being the

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responsibility of the Chief to decide issues in accordance with the weight of the evidence or of opinion. In such cases, however, varying interpretations should be noted in the report.

Members of the NES, other than the representatives referred to above, should be selected on a basis of personal and professional competence, rather than as representatives, and should be assigned rather than detailed, under the provision authorizing the Director, CIA, to employ personnel or to call upon departments to furnish specialists, including the assignment of military and naval personnel.

The majority of NES personnel would constitute an Estimates Section. They should not be organized geographically, but should be apportioned on a basis of topical competence (e.g., military, naval, air, political, economic, sociological, geographical, meteorological, technological, medical, etc.) The principle on which the Section should operate in response to direction should be the formation, by its Chief, of competent task groups, rather than by the operation of rigid geographical subdivisions.

The Current Section would edit important cables and other current reports worthy of special dissemination and prepare material for one or more periodical publications or for oral presentation. Such material should be analytical in character, not merely briefs of dispatches. Initially the Section should produce a TOP SECRET weekly summary for extremely limited distribution. Subsequently it might develop a SECRET version for wider distribution, and certain oral presentations.

A Library Section would serve both the Estimates and Current Sections by keeping available for ready reference an active file of NES and departmental reports and estimates, other current materials, and standard reference works. It should not duplicate the centralized reference facilities maintained by CIA, but might serve as a channel for drawing on them.

A Graphic Section would serve in the preparation of visual presentations, primarily for oral presentations by the Current Section, but also for the illustration of current reports and estimates.

Since a final decision on the establishment of a CIA has not yet been taken, and since the budget provided for the SRS is being preempted to establish the NIA Secretariat, the establishment of NES may be necessarily delayed and gradual. Possible stages in its development might be:

- a. Designation of the Chief, NES, and his Advisory Board.
- b. Establishment of the Current Section.
- c. Establishment and gradual expansion of the Estimates Section.

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d. Establishment of the Library and Graphic Sections.

A question arises as to the effect of the development of this organization on the Joint Intelligence Committee and Joint Intelligence Staff. For a discussion of that subject see Tab A.

Recommendations

1. Approval of the establishment of a Special Section in the Intelligence Coordination Staff, ORI.
2. Early designation of a Chief of that Section, with instructions to develop plans for its establishment. Colonel Polyzoides is suggested as a possible choice.
3. Tentative approval of the National Estimates Staff envisaged herein.
4. Tentative designation of a Chief of that Staff, with instructions to develop further plans for its establishment for eventual submission to the Director, CIA.

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